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26 May 1967

MEMORANDUM FOR : Mr. Bross

SUBJECT : Draft Terms of Reference for TOD  
by H. Benington plus Our Analysis  
and Counter-Proposals.

1. The next meeting of the full TOD committee under the chairmanship of Herb Benington will take place on Monday, 29 May 1967, at 1400 hours. The principal agenda topic will be the attached Benington draft (dated 23 May 67) of proposed Terms of Reference.

2. Also attached are proposals developed by [ ] and [ ] for major changes in paragraphs one and two of the Benington draft. When [ ] returns Monday morning, we will make a further review of all these proposals. Comments by addressees are solicited.

3. In addition to the changes which we propose in paragraphs one and two, the following points in Benington's draft warrant attention:

a. Paragraph Two, last subparagraph. Benington proposes preparing this TOD for FYs 63, 66, 68 and 69. We strongly believe that FY 63 data are largely unavailable and so non-comparable as not to be worth the effort to develop the information. We believe that the deadline for completion of TOD (October 1967) necessitates a limit on the scope of the display, and we would recommend a further cut down of the FYs to be covered. Benington feels strongly that all of these years are necessary and that back-year data will be called for by SecDef. We intend to speak strongly against including FY 63 and will try to negotiate downward on other years, but we anticipate that Benington will not back down from a call for three or four FYs. BoB will not insist on FY 63, agreeing with our view of its limited value, but BoB is likely to seek to have the coverage include the four FYs 66, 67, 68, 69. We are consulting CIA/OPPB to get an

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expression of the view of that Office to responding to a requirement for any or all of the FYs 63, 66, 67, 68, 69.

b. Paragraph Three. Note that this paragraph provides that the initial TOD will include only the four major intelligence programs plus [ ] and part of the SR-71 program. At the moment we do not understand what Benington means by "one-third of the SR-71 program", as it has not been discussed previously. BoB will challenge this and argue for inclusion of the entire SR-71 program. The other point worthy of note is that this paragraph results in the exclusion of all DOD intelligence activities which are not included in the CIP: this includes important theatre staffs and other elements which DOD chooses to call "tactical". While we believe that the TOD picture is seriously incomplete without these resources, we know that DIA and JCS are strongly opposed to their inclusion. Therefore we do not propose to press this point, nor does BoB, but we intend to work outside of TOD to develop data on these resources.

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c. Paragraph Four. This paragraph states the time schedule for completion of TOD by October 1967. We think this schedule is optimistic, if not unrealistic. We will propose some editorial improvements to clarify the roles of participants. Since it does not appear feasible to alter the October completion date, our effort here will be to try to persuade the TOD committee to fit the size of the job to this time frame. However, unless DIA feels able to speak strongly on this point, particularly with respect to limiting the FYs to be covered, it is likely that Benington will insist on an attempt which we think overly-ambitious and which will cause him to seek to include data in TOD to meet the deadline which on further detailed analysis will be found to be non-comparable. It would appear that we will have to wrestle with this issue during the data collation phase of the exercise in the fall.

cc: General Reynolds  
General Taylor

CIA/OPPB  
A/CGS

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